

**ORDER**

U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION  
WESTERN-PACIFIC REGION

WP 1050.4e

2/9/89

**SUBJ: NOISE ABATEMENT PROGRAM AND AIRPORT RESTRICTIONS**

1. PURPOSE. This order designates the Airports Division as the office for coordination of the regional noise abatement program. The order defines regional coordination and lists the responsibilities of regional division staff, and field offices for noise abatement program management.
2. DISTRIBUTION. This order is distributed to the branch level in the Airports, Air Traffic, Flight Standards, and Airway Facilities Divisions; to the division level in all other regional staff/divisions; and to the standard level in all field offices and facilities.
3. CANCELLATION. This order cancels WP 1050.4B, dated August 10, 1982.
4. BACKGROUND.
  - a. Prior to the issuance of the DOT/FAA policy statement, FAA regional division, staff and field offices lacked guidance in efforts to be supportive of plans developed by airport managers and local governments to alleviate aircraft noise problems. They have, on occasion, unintentionally become a part of informal noise abatement flight procedures and other proprietary use restrictions which could be considered discriminatory, contrary to the terms of grant agreements, cause an undue burden on interstate commerce and unfairly shift noise to new areas. Some offices have been further drawn into the administration and/or enforcement of these procedures which, in effect, have been an endorsement of restrictions that were contrary to established FAA policies. FAA Order 8400.9 requires coordination and review process requirements for both informal and formal runway use programs.
  - b. In some instances, regional action has overturned airport proprietor restrictions, particularly in matters of curfews. Actions have not been consistent in all cases. Airport proprietor proposals have been received on a random basis and have been submitted to various FAA offices. While efforts have been made in the past to coordinate between offices to maintain a standard policy, this has been unsuccessful and has resulted in a number of inconsistent applications of the policy.

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c. To be effective, the regional noise program must address the issues from a systems approach standpoint. The system involves the airport, the pilot, the aircraft, and published air routes. We need to continue to strive for noise compatibility around airports, to have the pilots learn the techniques of flying quietly, to continue to develop quieter aircraft and to insure that noise impact is considered in the development of the air routes. All of the program divisions have a responsibility to strive to make the regional noise program effective.

## 5. DESIGNATIONS.

a. The Regional Noise Abatement Officer located in Airports Division is designated the focal point for matters concerning noise abatement procedures and noise control programs. This position will receive broad policy guidance from the Airport Division Manager. The position has regional authority and responsibility to coordinate with other divisions on specific noise matters and will administer and control the noise abatement program.

b. A regional group called the Noise Abatement Technical Committee, will be established to assess airport noise abatement programs. Permanent committee membership will include representatives from:

Planning and International Aviation Staff	(AWP-4)
Flight Standards Division	(AWP-200)
Airway Facilities Division	(AWP-400)
Air Traffic Division	(AWP-500)
Airports Division	(AWP-600)

The representative from the Airports Division will serve as Chairperson for the committee.

c. The Noise Abatement Technical Committee will meet quarterly to review noise program implementation and progress assessment and conduct briefings on major noise issues, relevant environmental studies and noise abatement programs, including Part 150 programs.

## 6. RESPONSIBILITIES.

a. All regional headquarters division, staff and field office managers shall be familiar with national and regional noise policies. They should be sensitive to noise problems and react responsively. All noise-related issues shall be brought to the attention of the Noise Abatement Officer for review.

b. The Airports Division shall have the responsibility for all airport development programs, day-to-day public contact relating to noise problems, Federal Aviation Regulation (FAR) Part 150, construction or extension of runways and taxiways, displacement of thresholds, and designation of instrument runways with associated navigational aids are primary interests.

c. The Air Traffic Division shall have the regional responsibility for coordinating with Air Traffic field facilities concerning noise issues. The Air Traffic Division is also responsible for assisting the Airports Division in resolving problems associated with changes in Air Traffic procedures, such as changes in traffic patterns, runway use restrictions, approach and departure noise abatement procedures, profile descent, fuel economy procedures, and airspace use matters. Air Traffic facilities are the action offices to resolve local air traffic noise problems.

d. The Flight Standards Division has the initial responsibility for the coordination of aircraft safety and flight procedures. The Flight Standards Division and/or district offices may be designated the action office when the major proposal is a Flight Standards primary responsibility.

e. Airway Facilities field offices and the Airway Facilities Division, while not directly involved in the day-to-day noise complaint problems, do have responsibility to the noise abatement program concerning installation of facilities, primarily in the area of environmental considerations relative to the construction and modernization of these ground facilities. They may be designated the action office regarding proposals to install navigation aids to be used in developing noise abatement procedures. The Airway Facilities Division acts only in an advisory capacity in the development and implementation of policy.

f. The Manager, Planning and International Aviation Staff, is not involved in the day-to-day noise complaints. AWP-4's primary interest is the coordination of noise policies with the Office of Policy and International Aviation Affairs, with dissemination of noise information to international aviation organizations (such as ICAO), and with foreign governments.

g. Regional Counsel (AWP-7), is not involved in day-to-day noise complaints. The primary responsibility is the legal interpretation of policy guidelines and regulations pertaining to noise abatement proposals and programs. AWP-7 coordinates with Washington on noise matters of specific concern and interest to the Office of the Chief Counsel. AWP-7 serves in a consultant role and participates in the final coordination of replies to noise program sponsors. In cases where the proposal is basically one of legal opinion, it may be designated the action office.

## 7. POLICY IMPLEMENTATION.

a. The Aviation Noise Abatement Policy of November 18, 1976, encourages airport proprietors to assess their noise problems, take action in matters of use restrictions, recommend action to be taken by state and local governments in land use matters, and recommend revisions in operating procedures to the FAA. The policy statement suggests this effort take shape in the development of an overall noise abatement plan for a specific airport.

b. Field managers are expected and encouraged to assist airport proprietors and local governments in the development of noise abatement actions and programs. These managers must carefully pattern their involvement and participation in such activity according to the policy guidelines of November 18, 1976, and FAA Order 1050.11. All noise plans shall be coordinated through AWP-600.

c. In consulting with the airport proprietors, field managers should attempt to direct the planning effort toward realistic improvements. The regional division representative should be consulted during the development period for assistance and determining the point at which regional level involvement should begin.

d. At the regional level, the office receiving a proposal, a complaint, or request for action should refer the request to the Noise Abatement Officer. Those issues that AWP-600 is unable to resolve will be referred to another division or staff office, who will act as the regional action office.

e. The delegated action office shall assume responsibility for action and determine the coordination necessary with other divisions and offices to answer the complaint or accomplish the action. The Noise Abatement Officer shall determine the extent of coordination and briefing required to keep the Regional Noise Committee and the Regional Administrator and other offices informed. The briefings may be from any of the above program divisions or staff offices as appropriate.

#### 8. AIRPORT OPERATING PROCEDURES AND PROPRIETARY USE RESTRICTION PROPOSALS.

a. The FAA will not support or enforce airport management noise abatement actions, city ordinances, resolutions or prohibitions that are contrary to guidelines contained in DOT/FAA policy statement of Order 1050.11. AWP-600 will be responsible for managing development, submission and working relationships for airport proprietor proposed noise abatement plans.

b. Proposals which receive FAA approval may be implemented on an informal basis using the prefix, "For noise abatement...." The instructions will not be enforced if the pilot chooses another course of action. FAA personnel will, however, use all of the influence they can to encourage the pilot to accept the condition imposed by the agreed upon procedure. Formal and informal noise abatement procedures will be processed and transmitted by the Air Traffic Division.

c. Rules, ordinances, and resolutions that appear to abrogate the specifications of the policy statement will be referred to the Airports Division for a regional determination. In these cases the region will lead the coordinated effort with the facility, the airport management, and local government to resolve the differences.

d. Airports Division, after coordinating with all of the responsible FAA elements, will make a decision to support or not support an airport management proposal. The methodology for participation in an enforcement of such a program, if acceptable, will be determined by the Manager, Airports Division.

## 9. PROCEDURES.

a. After coordination with the Noise Abatement Officer, the field office manager (Airports, Flight Standards, and Air Traffic) shall assist the airport manager in preparing and distributing informal noise abatement program information through Letters to Airmen, pilot meetings, etc. No reference to any local rules or ordinances will be made nor will prohibitions be included.

b. The field office manager shall take affirmative action to validate noise complaints by contacting or meeting with the complainant to explain and discuss the situation. Appropriate action shall be taken to resolve the complaint at the local level. All items of significant political nature shall be coordinated with the Noise Abatement Officer.

c. Phraseology to be used by air traffic control when necessary to advise pilots of informal programs should refer to noise abatement and shall not state or imply prohibition, or make reference to local rules. In no instance shall noise advisories interfere with control duties.

### SOME EXAMPLES ARE AS FOLLOWS:

(1) "For noise abatement, maintain runway heading until (altitude) before starting left turn."

(2) "In the interest of noise abatement, practice circling approaches are discouraged."

(3) "For noise abatement, pattern work after (time) should be discontinued."

(4) "For noise abatement, touch-and-go landings after (time) should be discontinued."

d. Air Traffic facilities shall forward noise abatement operational and other data furnished by the airport sponsor to the National Flight Data Center for inclusion in the Airman's Information Manual only after such data has been coordinated with the Noise Abatement Officer.

## 10. GUIDELINES. Field office managers (Airports, Flight Standards and Air Traffic, as a team) are responsible for:

a. Follow-up action with aircraft operators, flight schools, fixed-base operators, airport managers, etc., which may include the following:

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- (1) Covering noise abatement topics in timely Letter to Airmen.
- (2) Assisting the Accident Prevention Specialist (APS) in pilot clinics and briefings.
- (3) Developing audio visual pilot briefing programs.
- (4) Participating in local professional, civic and trade organizations where promotional actions favorable to aviation can be accomplished.
- (5) Supporting local government agencies in coping with aviation-related problems.
- (6) Implementing an informal runway use program in accordance with Order 8400.9 and revisions thereto.
- (7) Encouraging complainants to contact the noise abatement center where airport officials have established a formal program to accept aircraft noise complaints; lending assistance to these centers and promoting their success.

b. Ensuring controllers are fully aware of their responsibilities in noise abatement efforts, and being cognizant of local noise sensitive areas.

c. Seeking innovative ideas from the controller work force on how to alleviate or minimize aircraft noise in noise sensitive areas, and when appropriate, suggesting changes to the airport proprietor.

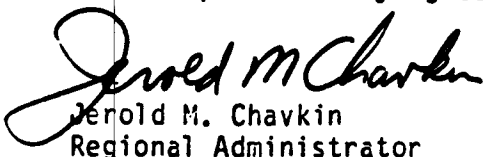
d. Making every attempt to contain the problem, primarily at the local level where it can be dealt with more effectively.

#### 11. COORDINATION.

a. The Noise Abatement Officer, shall be the central point of contact for all noise issues. He/she will be available to aid field managers, regardless of a program option, for feedback, advice, counsel, and policy on all noise matters.

b. All copies of Letters to Airmen, or articles relating to noise, should be forwarded to AWP-600 for review.

c. Any local action on airport noise matters should be coordinated through the appropriate division or staff office to the Noise Abatement Officer prior to any agreement with Airport Managers.

  
Jerold M. Chavkin  
Regional Administrator